

## Message Text

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ORIGIN EUR-12

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DODE-00 PM-05 H-02 INR-07 L-03 NSAE-00 NSC-05  
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FM SECSTATE WASHDC

TO AMEMBASSY BELGRADE PRIORITY

INFO CSCE COLLECTIVE PRIORITY

UNCLAS STATE 007047

BELGRADE FOR USDEL CSCE

E.O. 11652: N/A

TAGS: CSCE

SUBJECT: CSCE: INFORMATION LETTER TO NGOS

THIS TELEGRAM TRANSMITS TEXT OF THIRD INFORMATION LETTER  
DEPARTMENT HAS SENT TO REPRESENTATIVES OF NON-  
GOVERNMENTAL ORGANIZATIONS WITH AN INTEREST IN CSCE.

BEGIN TEXT:

DEAR:

1. THE BELGRADE MEETING OF THE CSCE ADJOURNED AS  
EXPECTED ON DECEMBER 22 WITHOUT REACHING AGREEMENT ON  
A DOCUMENT TO CONCLUDE THE CONFERENCE. AS YOU MAY BE  
AWARE, DECEMBER 22 WAS SET AS A TARGET DATE FOR COMPLETION  
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OF THE CONFERENCE, WITH THE POSSIBILITY OF AN EXTENSION  
BEGINNING IN MID-JANUARY IF WORK WERE NOT COMPLETED.  
THE CONFERENCE WILL, THEREFORE, RESUME WORK ON TUESDAY,  
JANUARY 17, AND CONTINUE FOR APPROXIMATELY ONE MONTH.  
HOWEVER, IT WILL NOT CONCLUDE UNTIL THERE HAS BEEN AGREEMENT  
ON A FINAL DOCUMENT AND ON A DATE AND PLACE FOR THE  
NEXT SIMILAR MEETING.

2. GIVEN THE CONSIDERABLE AMOUNT OF WORK PRESENTED DELEGATES IN THE WORKING GROUPS WHICH I DISCUSSED IN MY LAST LETTER, IT WAS EVIDENT EVEN IN NOVEMBER THAT THE DECEMBER 22 TARGET DATE WOULD BE DIFFICULT TO MEET. ALTHOUGH THE UNITED STATES WOULD HAVE PREFERRED TO CONCLUDE THE MEETING ON SCHEDULE, WE BELIEVED THAT IT WAS IMPORTANT TO COMPLETE A FULL DISCUSSION OF ALL ISSUES BEFORE DECIDING ON THE FORM AND CONTENT OF THE FINAL DOCUMENT. AS I HAVE REPORTED IN EARLIER LETTERS, THIS DISCUSSION HAS BEEN EXCEEDINGLY THOROUGH, AND I BELIEVE AMERICAN INTERESTS ARE SERVED BY TAKING ADVANTAGE OF THE EXTRA TIME AVAILABLE FOR DRAFTING THE FINAL DOCUMENT.

3. NOW THAT CONFERENCE PARTICIPANTS HAVE MOVED TO CONSIDERATION OF THE FINAL DOCUMENT, THE BELGRADE MEETING WILL ENTER A NEW PHASE. THIS MEANS THAT THE GENERAL REMARKS WHICH CHARACTERIZED THE REVIEW OF IMPLEMENTATION PHASE WILL BE REPLACED BY DETAILED DISCUSSION OF THE ISSUES WHICH EMERGED FROM THIS GENERAL REVIEW. AS DEMONSTRATED DURING THE REVIEW PHASE, THERE CONTINUE TO BE MAJOR DISAGREEMENTS BETWEEN PARTICIPANTS FROM EAST AND WEST ON SEVERAL OF THE MAJOR ISSUES RAISED IN THE FINAL ACT. THIS MEANS THAT THE PROCESS OF DRAFTING A FINAL DOCUMENT WILL BE DIFFICULT. SINCE ALL DECISIONS AT THE CSCE MUST BE TAKEN

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BY CONSENSUS, THE SOVIETS CAN BLOCK AGREEMENT ON ANY PASSAGES WITH WHICH THEY DO NOT AGREE. IT IS, THEREFORE, LIKELY THAT THE FINAL DOCUMENT, BEING A COMPROMISE AMONG ALL 35 PARTICIPATING STATES, WILL NOT CONTAIN LANGUAGE ON HUMAN RIGHTS AND OTHER PRACTICAL ISSUES WHICH IS AS STRONG AS THAT USED BY AMBASSADOR GOLDBERG AND OTHER WESTERN DELEGATES DURING THE REVIEW PHASE. IF THE FINAL DOCUMENT DOES NOT FULLY REFLECT OUR VIEWS, HOWEVER, WE WILL MAKE CLEAR IN PUBLIC ANY AREAS WHERE WE FOVORED AND ADVOCATED STRONGER FORMULATIONS.

4. BUT, AS I HAVE NOTED IN EARLIER LETTERS, THE PURPOSE OF THE BELGRADE MEETING WAS NOT TO REACH A NEW AGREEMENT OR TO CHANGE THE HELSINKI FINAL ACT IN ANY WAY. THE PURPOSE OF THE MEETING WAS TO CONDUCT A THOROUGH EXCHANGE OF VIEWS, ON COMMITMENTS CONTAINED IN THE FINAL ACT AND TO EXAMINE WAYS OF INCREASING COOPERATION IN THE FUTURE. I THINK IT CAN BE SAFELY SAID THAT THIS, THOROUGH EXCHANGE HAS IN FACT TAKEN PLACE PERHAPS EVEN MORE SIGNIFICANT IS THE FACT THAT THE DETERMINATION OF THE WEST, AND OF THE UNITED STATES IN PARTICULAR, TO PURSUE

THE IMPORTANT HUMAN RIGHTS PROVISIONS OF THE FINAL ACT HAS BEEN FIRMLY DEMONSTRATED TO THE SOVIETS AND THEIR ALLIES. WE HAVE ALSO DEMONSTRATED THAT DISCUSSION OF SUCH ISSUES IS A LEGITIMATE ASPECT OF THE CSCE AND IN NO WAY HARMS THE LONG-TERM PROCESS INITIATED WITH SIGNATURE OF THE FINAL ACT. THESE ACHIEVEMENTS WILL BE OF FUNDAMENTAL IMPORTANCE TO OUR EFFORTS TO ACHIEVE PRACTICAL PROGRESS IN THE HUMAN RIGHTS FIELD IN THE FUTURE.

5. A MORE DETAILED DISCUSSION OF OUR STRATEGY FOR THE BELGRADE MEETING AND EXPERIENCE WITH CSCE DURING THE PAST SIX MONTHS IS CONTAINED IN PRESIDENT CARTER'S SEMIANNUAL REPORT ON IMPLEMENTATION OF THE HELSINKI

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FINAL ACT, WHICH WAS TRANSMITTED TO THE JOINT CONGRESSIONAL-EXECUTIVE CSCE COMMISSION ON DECEMBER 3. WE ARE CURRENTLY PRINTING COPIES OF THIS REPORT, AND YOU WILL RECEIVE ONE SHORTLY THROUGH THE MAIL. TODAY I AM ENCLOSING, FOR YOUR INFORMATION, A COPY OF AMBASSADOR GOLDBERG'S HUMAN RIGHTS DAY SPEECH, DELIVERED IN BELGRADE ON DECEMBER 9 TO COMMEMORATE THE 29TH ANNIVERSARY OF THE ADOPTION OF THE UNIVERSAL DECLARATION ON HUMAN RIGHTS.

6. IN MY NEXT LETTER I WILL PROVIDE OUR FIRST IMPRESSIONS OF THE DRAFTING PHASE IN BELGRADE. AT THAT TIME, I HOPE TO GIVE A BETTER PICTURE OF THE DOCUMENT WHICH IS LIKELY TO EMERGE FROM THE MEETING.

7. IN THE MEANTIME, PLEASE ACCEPT MY BEST WISHES FOR THE HOLIDAY SEASON AND FOR THE NEW YEAR. I LOOK FORWARD TO RECEIVING ANY COMMENTS YOU MAY HAVE ON THIS LETTER OR ON ISSUES RELATING TO THE CSCE.

SINCERELY,

MATTHEW NIMETZ

END TEXT.

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**To:** BELGRADE  
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